GENERAL CONTRACTOR LICENSE NO. 116307 A C12. FAX: 818.362,9300



13170 TELFAIR AVENUE SYLMAR, CA. 91342 TEL. 818.332,9200

November 19, 2018

State of California, Department of Transportation Division of Engineering Services Office Engineer, MS 43 1727 30th Street P.O. Box 168041 Sacramento, CA 95816

Attention: Jill Sewell, Office Chief

Re: Bid Protest by Security Paving Company, Inc.

Contract No. 05-1F75U4

For Construction on State Highway in Monterey County in and Near King City From 0.4 Mile South of Wild Horse Road Overcrossing to Teague Avenue in District 05 on Route 101

Bids Opened: 11/08/2018

Dear Ms. Sewell:

In accordance with the State of California, Department of Transportation ("Caltrans") contract bid protest procedures, please accept this letter as Security Paving Company, Inc.'s ("Security Paving") formal protest of the bid submitted by OHL USA, Inc. dba Group OHL USA, Inc. ("OHL") for Contract No. 05-1F75U4 (the "Contract"). Bids for this Contract were opened on November 8, 2018. OHL was the apparent low bidder and Security Paving was the apparent second-low bidder.

A responsive bid agrees to do what the bidding instructions require. MCM Construction, Inc. v. San Francisco (1998) 66 Cal.App.4th 359, 369. Here, OHL failed to follow the bidding instructions when it submitted its bid. OHL failed to meet the nineteen (19%) percent DBE Contract goal for this Project, nor did it make adequate good faith efforts to meet the goal. This constitutes a material defect that cannot be waived and renders the bid by OHL non-responsive.

A. OHL Did Not Meet the DBE Goal and Did Not Make Adequate Efforts to Meet the Goal

Pursuant to the Standard Specifications, Section 2-1.12B, bidders for this Contract are required to "make work available to DBEs and select work parts consistent with the available DBEs, including subcontractors, suppliers, service providers, and truckers." Bidders are further required to "meet the DBE goal shown on the Notice to Bidders or demonstrate that you made adequate good faith efforts to meet this goal." The DBE goal for this Contract was 19%. On November 13, 2018 OHL submitted its DBE commitment and only claimed 15.55% DBE participation — well below the stated goal. Further, OHL's perceived commitment is overstated. After deducting credit for the errors in calculating the DBE participation, OHL's actual DBE participation is only 6.26%. OHL's failure to meet the goal, and its errors in calculating DBE participation cannot be saved in this instance by its good faith effort documentation. The good faith effort documentation submitted by OHL was clearly pro forma and is completely inadequate because it lacks the quality, scope, intensity, and appropriateness to meet the stated

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participation goals. While full of content, the documentation submitted by OHL lacks purpose and follow through and concern immediately prior to bid submission. There does not appear that there was any concern or action taken to increase DBE participation prior to bid submission, even though there were clear options available to do so.

The inadequate level of DBE participation in OHL's DBE commitment form demonstrates a lack of good faith effort to meet the goal. OHL's inadequate efforts to meet the DBE Contract goal are highlighted by the ability of Security Paving to exceed the 19% goal – Security Paving obtained 20.1% DBE commitment and participation. The purpose of the good faith efforts requirement is to evaluate whether the bidder made adequate efforts to make the goal but, despite those good faith efforts, was unable to meet the goal. As the United States Department of Transportation explains in its guidance materials, "This means that the bidder must show that it took all necessary and reasonable steps to achieve a DBE goal or other requirement of Part 25 which, by their scope, intensity, and appropriateness to the objective, could reasonably be expected to obtain sufficient DBE participation, even if they were not successful... The efforts employed by the bidder should be those that one could reasonably expect a bidder to take if the bidder were actively and aggressively trying to obtain DBE participation sufficient to meet the DBE Contract goal."

That does not appear to be the situation in this case. OHL could have met the goal if had been more "active" and "aggressive" in trying to obtain DBE participation. Indeed, Security Paving exceeded the DBE goal for this Contract. The Specifications, Section 2-1.12B(3), states that Caltrans should consider the DBE commitments of other bidders in determining whether the low bidder made good faith efforts to meet the DBE goal. Further, as explained in Appendix A to the Federal Regulations, 49 CFR 26 — Guidance Concerning Good Faith Efforts, "In determining whether a bidder has made good faith efforts, you may take into account the performance of other bidders in meeting the contract. For example, when the apparent successful bidder fails to meet the contract goal, but others meet it, you may reasonably raise the question of whether, with additional reasonable efforts, the apparent successful bidder could have met the goal."

In essence, documented good faith efforts are meant to evidence that the bidder did all it could to reasonably meet the DBE goal, but despite those efforts, was unable to obtain the needed DBE participation. The fact that Security Paving was able to exceed the DBE goal demonstrates that OHL did not do everything it reasonably could to meet the goal.

B. OHL Has Overstated Its DBE Participation on This Contract

As indicated above, OHL's DBE Commitment form claims \$12,093,353.56 total DBE participation, only 15.55% of the bid amount. However, a cursory review demonstrates that OHL has overstated the amount of DBE participation. Amounts claimed for Austin Enterprises, Dave Trucking & Sweeping, Dreambuilder Construction, and Contera Construction, totaling \$7,226,938.20, should be excluded. After deducting the errors in OHL's calculation, the actual amount of DBE Participation is only \$4,866,415.36 — a woeful 6.26%. The errors that should be excluded from OHL's DBE commitment are set forth below.



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1. Austin Enterprises

OHL has claimed \$706,404.00 in DBE participation for Austin Enterprises. However, OHL did not submit a signed DBE Confirmation from Austin Enterprises. Pursuant to Section 2-1.12B(2) of the Special Provisions, each bidder is required to submit **both**, a copy of the quote from each DBE shown on the DBE Commitment form that describes the type and dollar amount of work shown on the form **and** a DBE Confirmation form for each DBE shown on the DBE Commitment form to establish that it will be participating in the Contract in the type and dollar amount of work shown on the form. OHL failed to submit the DBE Confirmation form for Austin Enterprises, failed to strictly comply with the bid documents, and, therefore, the \$706,404.00 in participation claimed by OHL should not be allowed.

2. Dave Trucking & Sweeping

OHL has claimed \$2,542,604.80 in DBE participation for Dave Trucking & Sweeping. This amount cannot be supported by the quotations submitted by Dave Trucking. (See, Exhibit A.) In both its DBE commitment form and the DBE Confirmation, OHL has listed Dave Trucking to perform "Trucking CRCP Aggregate" and "Furnish CRCP Aggregate." However, in reviewing the documentation submitted by OHL, Dave Trucking did not provide a quotation for "furnish CRCP aggregate." As set forth above, OHL is required to submit both the quote and the DBE Confirmation. Since no quotation was submitted, there is no basis for OHL to claim \$627,664.80 in participation for Dave Trucking to "furnish CRCP aggregate." The DBE participation for Dave Trucking should not be allowed.

With respect to the "trucking CRCP aggregate," Dave Trucking's quote only provides hourly rates for trucking. However, OHL's worksheet calculates a per ton price for trucking. Accordingly, the amount claimed in DBE participation cannot be reconciled with the quotation. Since there is no quotation providing trucking by the ton, there is no basis for OHL to claim \$1,914,940.00 in participation for Dave Trucking for "trucking CRCP aggregate." The DBE participation for Dave Trucking should not be allowed.

3. Dreambuilder Construction Corp.

OHL claims \$1,941,164.40 in participation for Dreambuilder Construction Corp. OHL described the materials to be provided by Dreambuilder as "Concrete Supply for Continuously Reinforced Concrete Pavement." Reviewing the quotation submitted by Dreambuilder, it does not have the equipment necessary to supply concrete for Continuously Reinforced Concrete Pavement ("CRCP"). The only equipment owned by Dreambuilder for supplying concrete for CRCP are volumetric trucks. This is stated on the quotation. Further, Security Paving contacted Dreambuilder's principal, Alex Singh, post-bid forfor reference on future projects. Mr. Singh confirmed that Dreambuilder only owns volumetric trucks for supplying concrete. The Caltrans Specifications do not allow the use of volumetric trucks, or volumetric proportioning for placement of CRCP. (See, Section 40-1.03A of the Standard Specifications. Volumetric trucks, and volumetric proportioning, is only permitted under the Standard Specifications where the specifications allow the use of Rapid Strength Concrete ("RSC"). (See, Section 90-3.01 of the Standard Specifications.) Here, the specifications do not allow the use of RSC. Dreambuilder cannot supply CRCP to this Project with its volumetric trucks.

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Further, OHL has manipulated the numbers to fit within OHL's DBE participation needs. Dreambuilder's quote only anticipates supplying a portion of the concrete for CRCP, 22,146 cy at a unit price of \$134.65. However, OHL's worksheet shows Dreambuilder supplying 77,500 cy of concrete for CRCP, but at a reduced unit price of \$41.945. Dreambuilder's quotation and OHL's worksheet don't reconcile, (See, Exhibit B.) The numbers have been improperly manipulated to maximize OHL's DBE commitment.

Dreambuilder cannot provide concrete for CRCP with the equipment it owns, and OHL has improperly manipulated Dreambuilder's quotation for its benefit. OHL's listing of Dreambuilder to supply concrete for CRCP is a sham. The \$1,941,164.40 in participation claimed by OHL should not be allowed.

4. Contera Construction Corporation

OHL claims \$3,068,660.00 in participation for Contera Construction Corporation. Contera's quote states that it will perform "Hourly Trucking (Bottom Dumps)." OHL's worksheet for Contera, however, identifies that for a portion of Bid Item 37 it will haul excavated material to crusher using end dumps, not bottom dumps. In fact, it is unlikely that this portion of the haul could be done using bottom dumps as opposed to end dumps. The price for this portion of the haul is stated as \$704,950.00. Similarly, for Bid Item 65, OHL identifies that Contera will haul PCC batch mix to paver via end dumps, not bottom dumps. Again, it is it is unlikely that this portion of the haul could be done using bottom dumps as opposed to end dumps. The price for this portion of the haul is stated as \$1,331,815.00. Contera only quoted haul rates utilizing bottom dumps, not end dumps. (See, Exhibit C.) Security Paving believes that Contera does not own end dumps and the haul portions identified above cannot be performed with bottom dumps.

The \$2,036,765.00 of participation claimed for hauling with "end dumps," when Contera only quoted hauling with "bottom dumps," is a sham and should not be allowed.

5. Dragon Material Transport, Inc. and Raper Electrical Distributors Corporation

OHL failed to properly fill out and complete the DBE Confirmation forms with respect to Dragon Material Transport, Inc. and Raper Electrical Distributors Corporation ("REDCO"). (See, Exhibit D.) OHL claims \$871,131.00 in participation for Dragon Material to furnish oil for HMA and RHMA. Dragon Material's quotation indicates that it is supplying oil to Granite Construction Company. OHL's commitment form incorrectly states that Dragon Material is second-tier to Cal Valley Construction. The DBE Confirmation incorrectly identifies the "Bidder" as OHL and the "Prime Contractor" as Cal Valley, with no mention whatsoever of Granite. OHL claims \$85,153.83 to supply electrical material. REDCO's quotation indicates that it is supplying electrical material to Lee Wilson Electric. The DBE Confirmation for REDCO incorrectly identifies the "Bidder" as OHL and the "Prime Contractor" as Lee Wilson Electric. OHL has not properly filled out the DBE Commitment forms for Dragon Material and REDCO. If the participation for Dragon Material and REDCO are not allowed due to these errors, OHL's DBE participation would drop to \$3,910,130.53 -- a mere 5.0%.

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C. Conclusion

Bidders were required to meet the stated DBE goal of 19% or demonstrate adequate good faith efforts to meet the goal. OHL's stated commitment of 15.55%, and its actual participation between 5.0% and 6.26%, are well below the stated goal. Further, OHL's failure to meet the stated goal cannot be ignored simply because it submitted good faith effort documentation. To establish adequate good faith efforts, Section 49 CFR Part 26, Appendix A requires that a bidder exhaust all reasonable means necessary to comply with the DBE goals of the project. OHL did not satisfy this requirement. The fact that Security Paving was able to exceed the DBE goal demonstrates that OHL did not do everything it reasonably could to meet the goal and its bid should be rejected as non-responsive. Security Paving should be awarded the contract as the lowest responsive and responsible bidder.

Respectfully submitted,

Joseph Ferndino, Vice President

Security Paving Company, Inc.

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Tulerc, CA 93275
(559) 370-5756 /Phone
davetrucksweep@gmail.com

RATES EFFECTIVE: July 31th, 2018; to June 30th 2019

\$175.00 per hour
Overtime Day Rate: \$190.00 per hour
\$185.00 per hour
Overtime Night Rate: \$200.00 per hour
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## **CONTERA CONSTRUCTION CORPORATION**

A, B, C-12, HIC Lic#663817 | DBE #21899 | CA SB #1738361 | DIR #1000017758

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ACA MODO

## DRAGON MATERIAL TRANSPORT, INC.

P.O. Box 27800, Fresno, CA 93729-7800 Office (559) 490-6877 Fax (559) 276-0818 CA No. 0366649

DBE/WBE/UDBE Firm No. 37444

-QUOTE

Attn. Zachary Ross / Bobby Barlow Date: 11/08/18

Project: Caltrans 95-1F75U4 in Monterey County near King City

Material: 2,755 Tons - PG 64-16

Delivered Price: \$527.00 Per U.S. Ton + any applicable taxes

Refinery, SJR

*5% Crade Index

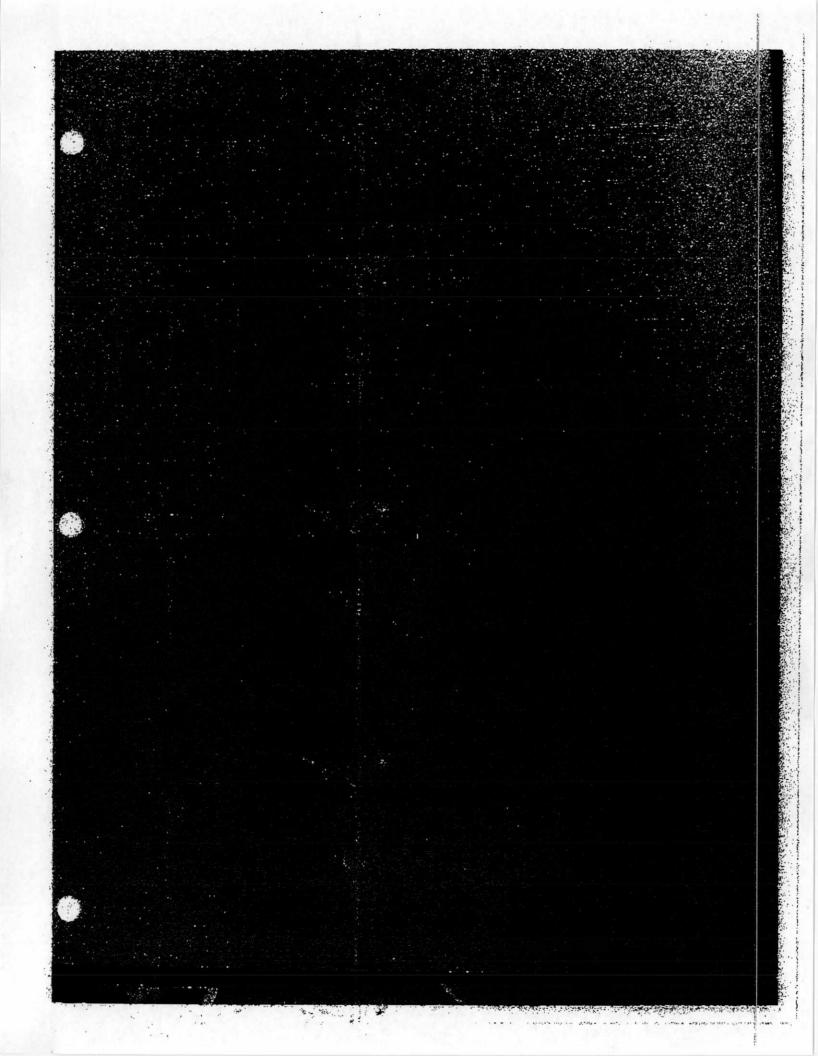
*Standby after I hour from scheduled delivery time at \$105.00 per hour

*Pricing based on fell loads - 26.00 ton

*Add \$3.00 per ton 1/2020 & each year thereafter

*Fuel surcharge - rate increase - add \$1.00 for every \$.10 increase if California On-Highway reaches \$4.15 per gallon. www.eia.gov. \$4.068 on bid day

58 \$13138136 59 \$13801188



#### REDCO

#### 1713 ACADEMY AVENUE CA 93657

## Quote

Date	Quate#
11/8/2016	LW-11082018

Name / Address Lee Wilson Electric Wilson Electric Bod Wilson PO Box 250 Aroyo Grando, CA 93421 USA

Description

CDOT 05-1775U4 CRCP, MONTEREY COUNTY BI-4181 MODIFYING EXISTRIC ELECTRICAL SYSTEM

4 GALVANIZED TYPE 12, 10. I GALVANDERD TYPE 32, 10 1 GALVANEZED TYPE 31, 10 4 GALVANGEED TYPE 30, 15 4 GALVANIZED TYPE 30, 12 3 GALVANIZED TYPE 30, 10

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2 GALVANIZED TYPE 30, 15 (NS) 2 GALVANIZED TYPE 30, 12 (NS) 31 ROADWAY 2 1 TYPE III-AF SERVICE ENCLOSURE 8 TYPE III-BF SERVICE BNCLOSURE 1) PRICING FIRM FOR 30 DAYS 2) LEAD TIME: UPON REQUEST 3) PLUS TAX IF APPLICABLE 4) CALTRANS SOURCE INSPECTION NOT INCLUDED 3) INDEPENDENT INSPECTION OR TESTING NOT INCLUDED & PRICING COMBINED PER BID ITEM AND SECTION FOR ESTIMATORS CONVENIENCE, ADDITIONAL BREAKOUT AVAILABLE UPON REQUEST TY ALL POLES ARE GALVANIZED UNLESS OTHERWISE NOTED LEAD TIME: 24-26 WEEKS Sales Tex @ 8.725 4 % 15 If I can be of further assistance, please contact me at 559-875-3449 Total

# SECURITY PAVING COMPANY, INC. P. O. BOX 1489 SUN VALLEY, CA. 91363-1489 PH.(818) 767-8418 FAX(818) 767-3168

## * Fax Cover Sheet *

Date:	11/19/18				
To: Company:	Jill Sewell		Phone:	916 227-6300	
			Fax:	916 227-6282	
From:	Joe Ferndi	(no			
Subject:	05 - 1F73	51111			
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OFFICE# (818)767	OTHER INFORMAT 8418 OR FAX# (818	ION YOU NEED	PLEASE LET	ME KNOW.	
THANK YOU	5416 UK FAX# (818	3)767-3169.			
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